

March 27, 1965

The Honorable Jerome P. Cavanagh
Mayor - City of Detroit
1126 City-County Building
Detroit, Michigan

Dear Mayor Cavanagh:

The attached report was prepared jointly by the Department of Police and your Task Force on Federal-Urban Programs. The report contains recommendations for the strengthening of existing law enforcement service, for the development of new services and, for the expansion of certain services to a regional basis. Special effort was made to include demonstration projects to test new methods of preventing street crime.

The recommendations incorporate proposals made by President Johnson in his State of the Union Message and in his March 8, 1965 Message to Congress on Law Enforcement and Administration of Justice.

All programs recommended in the report will be co-ordinated to the fullest extent with existing and proposed projects, including those now receiving federal assistance. The recommended programs will be also co-ordinated with courts, correctional institutions, educational institutions at all levels and other related agencies both public and private.

Respectfully submitted,

Department of Police
City of Detroit

Ray Girardin
Ray Girardin, Commissioner

Task Force on Federal-Urban Programs

Robert E. Toohy
Robert E. Toohy, Chairman and
Special Assistant to Mayor

Under the direction of the Honorable Jerome P. Cavanagh, Mayor of the City of Detroit, and acting in cooperation with the Mayor's Special Task Force on Federal-Urban Programs, this department has engaged in a survey of various projects which can be launched to improve the police training, crime prevention, and crime combating functions encharged to it. With Federal assistance many of these projects can be actuated instantly.

The concept of the rendition of public services on a regional basis already has received ample testing within the Detroit metropolitan area in the successful provision of water supply, sewage disposal and park facilities. Extension of this concept of Federal assistance to the field of law enforcement is logical and opportune at this time. Because of the need and the ability to meet that need with Federal assistance, we are confident that a regional law enforcement operation will be successful.

Existing methods of law enforcement have been examined thoroughly to determine their effectiveness particularly in the area of the prevention and control of street crimes. As a result of this analysis special programs have been developed which will require Federal assistance. In the event any or all of the proposed programs are placed in effect each will be continually evaluated in an attempt to increase effectiveness. The results will be disseminated to the participating intra-region members and to other law enforcement agencies throughout the country.

The projects which this task force deems feasible at present and which can be placed in immediate effect are:

Personalized Radio-Equipped Police Officer (PREP)

Tactical Mobile Unit

Youth Bureau Program for First Offenders

Extension of Research and Planning Activities

Public Information Bureau.

Those which will require more time to materialize but which will have salutary long term effects are:

Detroit Regional Police Academy

Detroit Regional Police Science Laboratory

Detroit Regional University Curriculum for Police Administration

Detroit Regional Law Enforcement Communication Center.

A brief description of each of the above projects is presented herein.

PERSONALIZED RADIO-EQUIPPED POLICE OFFICER (PREP)

In recent years the number of officers in city police departments has increased only modestly while all elements of workload have shown a tremendous upsurge. As a result, the duties performed by individual police officers have increased.

Any system or equipment which will make the police officer function more proficiently will serve to counteract the upward trend of his workload and consequently have a desirable impact on the crime situation.

The additional measure of safety afforded the PREP officer will enable police departments to expand further one-man car operation resulting in more economical and efficient enforcement. The resulting increase in patrol would be accomplished without recruiting additional manpower. The estimated cost of 400 PREP officers is approximately \$324,000 as shown below:

400 Transceivers at \$600 each	\$ 240,000
800 Spare Lifetime Batteries	46,400
70 12 Unit Chargers	15,750
20 Base Transmitters	12,000
Accessories	<u>10,000</u>
Total	\$ 324,150

TACTICAL MOBILE UNIT

The department requires a deterrent force which is highly visible and flexible to be directed against special crime and police problems. This requirement would be met by a Tactical Mobile Unit (TMU) which would be comprised and utilized as follows.

The TMU would consist of selected, competent officers manning marked scout cars containing the communication equipment needed to operate on a city-wide basis. It would handle special police problems in any part of the city without regard for precinct boundaries, and it would work during the hours that the problems were being experienced regardless of the regular shift schedules.

The TMU would handle any of a variety of problems which arise daily although it is envisioned that the majority of its efforts would be devoted to special crime situations such as persistent recurrences of burglaries, robberies, assaults, purse snatchings, and other street crimes. Further application would include special patrol of troublesome parks during the summer months, additional attention to drive-in problems, handling demonstrations of various types, assisting with emergency situations which may arise, and patrolling areas adjacent to the scenes of heinous crimes. The TMU would operate under the following conditions:

- a. The cars would not be assigned to make routine radio runs.
- b. The unit would have its own selected supervisors to provide the excellence in leadership so necessary for many of its assignments.
- c. The area of operation would be chosen by executive command.

A fleet of this type provides a sizable force which is readily available for assignment anywhere in the city on any problem. It could be concentrated in a certain area or distributed among several areas as needed. Concentration in a high crime area would be a powerful deterrent to crime.

Officers selected for this unit would be screened through tests of competence, attitudes, and emotional stability as the unit must function at a high level of proficiency to avoid the stigma of being related to a "police crackdown". Special training would be given the officers so that they would be well equipped for the specialized activities to be performed. Supplemental compensation also would be considered.

In addition to multichannel radios to permit city-wide operation, other special radio equipment would be utilized. Car-to-car communication would be invaluable for certain operations and for better direction of the force by the supervisors. Miniature transceivers and recall equipment would increase the effectiveness of the force. Crowd control is to be a part of the duties of the TMU; therefore, loud hailers are required. These are useful also for canvassing neighborhoods for lost children. Special marking on the cars to make them easily seen and distinctive will increase their deterrent effect.

The approximate annual cost of this type of program involving only ten vehicles and including a lieutenant and sergeant to serve as supervisors slightly exceeds \$250,000 as shown below.

1 lieutenant	\$	8,995
1 sergeant		8,040
30 patrolmen (to staff 10 cars 7 days per week) @ \$7,000		210,000
10 scout cars @ \$2,500		<u>25,000</u>
Total	\$	252,035

(Pension costs, communications equipment, uniforms, special training, gas, oil and vehicle maintenance are excluded.)

YOUTH BUREAU PROGRAM FOR FIRST OFFENDERS

We must find ways to help the first offender avoid a continuing career of crime.⁽¹⁾

One of the most alarming aspects of America's rising crime rate is the increasing number of young people who violate the law. Not only is the nation's youth becoming enmeshed in a greater proportion of the overall crime but it is becoming involved also in more serious crimes.

The repeaters are of major concern. In Detroit in 1964, 54 per cent of the boys contacted by the Youth Bureau were repeaters. During January and February, 1965, the rate was 58 per cent. Such a high rate suggests that perhaps the initial contact with youth counseling services is not as effective in deterring the first offender as it could be.

(1) President Lyndon B. Johnson's Message to Congress on Law Enforcement and Administration of Justice, March 8, 1965.

Two pilot programs conducted in Detroit during 1961 and 1963 confirm this conclusion. Both showed that social work and counseling with the first offender and his family reduced recidivism dramatically. For example, the 1963 project conducted by the Family Service Organization reduced the repeater rate to 18 per cent at a time when the city-wide rate was 68 per cent.

Accordingly to benefit from this type of program the department should employ a staff of professional social workers for assignment at the Youth Bureau to work with first offenders and their families.

After a thorough investigation of each juvenile, the social worker would recommend one of three courses of action:

- a. Close the case on the basis that the contact has had a satisfactory effect;
- b. Refer the case to Juvenile Court for authorization to establish the juvenile in a home other than his own; or
- c. Refer the case to a social service agency for further assistance to the juvenile.

The employment of a psychologist or a psychiatrist on a consulting basis to assist the social workers would be of extremely high value.

This plan, which includes all first contact juvenile offenders throughout the city, supplements the Active Community Team project to be conducted in the Tenth Police Precinct in cooperation with our Total Action Against Poverty Program funded under the Economic Opportunity Act of 1964. The Active Community Team project will be funded through the Department of Health, Education and Welfare. The annual cost of our proposed youth program will be approximately \$100,000.

Aggravating the problem of youthful criminals in Detroit is the lack of adequate custodial facilities for the more flagrant violators. Providing such facilities is a responsibility of the county and the state--a responsibility which has never been discharged adequately by either. Additional custodial quarters for juveniles would relieve the crime situation not only in Detroit but in the entire region.

EXTENSION OF RESEARCH AND PLANNING ACTIVITIES

The research and planning function is of paramount importance in modern police activities. Superintendent Orlando W. Wilson of the Chicago Police Department, the country's most prominent living authority on municipal police administration, advocates increasing effort in this area. He attributes to his Research and Planning unit major credit for the success of the Chicago Police Department reorganization and the resulting efficiency.